

To Enable and Sustain

Pacific Air Forces' Theater Security Cooperation as a Line of Operation

Lt Col Jeffrey B. Warner, USAF

You can't surge trust or "request for forces" . . . relationships.

—Gen Hawk J. Carlisle

Former Commander, Pacific Air Forces

The complexity of coordinating a multinational airlift response cannot be understated. The Marines did a super job of setting the conditions for success and we simply expanded on their foundation.

—Col Mike Minihan, Operations Office

Air Component Coordination Element

Joint Task Force 505

Devastation, hunger, disease, and vulnerability were Typhoon Haiyan's known effects on the people of the Philippines in November 2013. However, there were other effects—those that demonstrated the strong responsiveness and leadership of the Philippine government and the international partnership and commitment in the aftermath—including those between Pacific Air Forces (PACAF) Airmen and their joint, interagency, allied, partner, and Philippine counterparts. The resulting synergy was the delivery of relief aid and safe transport of thousands affected by the storm. In only days, in coordination with the Philippine government, Airmen from the 36th Contingency

Disclaimer: The views and opinions expressed or implied in the *Journal* are those of the authors and should not be construed as carrying the official sanction of the Department of Defense, Air Force, Air Education and Training Command, Air University, or other agencies or departments of the US government. This article may be reproduced in whole or in part without permission. If it is reproduced, the *Air and Space Power Journal* requests a courtesy line.

Report Documentation Page				Form Approved OMB No. 0704-0188	
Public reporting burden for the collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington Headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to a penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.					
1. REPORT DATE FEB 2015		2. REPORT TYPE		3. DATES COVERED 00-00-2015 to 00-00-2015	
4. TITLE AND SUBTITLE To Enable and Sustain: Pacific Air Forces' Theater Security Cooperation as a Line of Operation				5a. CONTRACT NUMBER	
				5b. GRANT NUMBER	
				5c. PROGRAM ELEMENT NUMBER	
6. AUTHOR(S)				5d. PROJECT NUMBER	
				5e. TASK NUMBER	
				5f. WORK UNIT NUMBER	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Air Force Research Institute (AFRI) ,Air and Space Power Journal ,155 N. Twining Street,Maxwell AFB,AL,36112				8. PERFORMING ORGANIZATION REPORT NUMBER	
9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)				10. SPONSOR/MONITOR'S ACRONYM(S)	
				11. SPONSOR/MONITOR'S REPORT NUMBER(S)	
12. DISTRIBUTION/AVAILABILITY STATEMENT Approved for public release; distribution unlimited					
13. SUPPLEMENTARY NOTES					
14. ABSTRACT					
15. SUBJECT TERMS					
16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT Same as Report (SAR)	18. NUMBER OF PAGES 20	19a. NAME OF RESPONSIBLE PERSON
a REPORT unclassified	b ABSTRACT unclassified	c THIS PAGE unclassified			

Response Group landed in Tacloban, and the concluding humanitarian assistance exercise Cope South turned “real world.”¹ The need was great: airfield repair, security, cleanup, and infrastructure. They immediately established contacts with key stakeholders on the ground, assessed requirements, and began restoring the airfield to functionality, enabling it to receive supplies and transport people to safety by airmen from 11 nations.² How was PACAF able to effectively, quickly, and accurately partner with an important ally and other stakeholders to support the United States Agency for International Development? How did we know how to partner with the joint team, the US Embassy in Manila, and fellow airmen from allied and partner nations to provide tailored, effective response in the wake of a humanitarian security incident? Among many reasons, five stand out as representing the groundwork laid over many years to promote success in a crisis: (1) by building relationships, we learned our Philippine partner’s viewpoint and the actions that would appropriately demonstrate US security commitment; (2) we learned how our fellow airmen in the Philippines found solutions; (3) we learned how our joint partners would contribute; (4) we learned how our allied and partner air forces could and would contribute to a security challenge; and (5) we practiced what we learned in bilateral and multilateral settings.

Effective theater response doesn’t “just happen.” It comes from a long-term investment of strategy, planning, relationships, and engagement. PACAF’s theater security cooperation (TSC) line of operation (LOO) supplies a framework to integrate PACAF’s operations, activities, and actions (OAA). This concept of security cooperation assures alignment with higher guidance, builds efficiencies, and mitigates what has been referred to as the “tyranny of distance.” In short, PACAF’s successful contribution to Operation Damayan can be found in its TSC LOO.

PACAF organizes its TSC into a LOO as an integrative framework to advise and guide all of its security cooperation OAAs towards end states that support US Pacific Command’s (USPACOM) strategy—and, ultimately, national priorities in the rebalance to the Asia-Pacific. What

follows is not TSC theory but a practical framework of how security cooperation with Asia-Pacific allies and partners succeeds—by asking four fundamental questions: (1) What is TSC, and how does PACAF define it as a LOO? (2) Why conduct air-centric TSC in the Pacific theater, and how does it assure success for both the air component and partner? (3) How does that strategy become a framework for engagement? (4) What does the future hold for PACAF's security cooperation?

This article first clarifies commonly used (but frequently misunderstood) terms and describes PACAF's organization of TSC into a LOO. It then explores the reasons why TSC is important (the fact that it draws on national-level strategy, demonstrates regional commitment, empowers partners, and overcomes regional operational challenges). From this foundation, the article examines how we use the strategy to develop joint, interagency, and intracomponent processes that guide, plan, and resource security cooperation. It then surveys the types of engagements affecting Operation Damayan, describing the investment in the Asia-Pacific with allies and partners and their influences on the outcomes. Finally, the article discusses both the issues and the way ahead.

What Is Theater Security Cooperation, and How Does Pacific Air Forces Define It as a Line of Operation?

The wide variety of terms associated with security cooperation, as well as its interagency nature, often leads to a misunderstanding of the concept. That said, we should first explore its official definitions and then address how PACAF organizes security cooperation into a LOO.

Security cooperation is a broad, overarching term that describes diplomatic and military activities to increase cooperation among countries.³ Security assistance is a type of security cooperation that can focus on both civilian and military activities to develop specific capabilities in a country.⁴ Building partner capacity as a type of security assistance involves the process of identifying and developing a partner nation's military capabilities needed for both diplomatic and military objectives.

Because security cooperation can involve diplomatic and military objectives, it is primarily financed through both types of funds allocated by Congress—Title 10 for the Department of Defense and Title 22 for the Department of State.⁵

Building partnerships reflects the “human element” of security cooperation—where PACAF is most directly involved. Building partner capacity deals with things, organizations, and abilities whereas building partnerships concerns the relationships and understanding between stakeholders, which are developed through purposeful interaction to solve common security problems.⁶ PACAF’s Airmen work towards these ends in the following three ways:

Learning Who Our Partners Are

During face-to-face interaction, relationships and trust are built at senior-leader- and working-group-level visits as we get to know those who either share in our military profession or serve as key civilian stakeholders.

Learning How Our Partners Approach Issues

Exchanges of subject-matter experts, observer programs, enlisted engagements, and other forums increase knowledge about approaches to security that entail using airpower—among the United States and its allies and partners.

Learning What Our Partners Do

One minute we would be coordinating airlift slot times with a member of the Japan Air Self-Defense Force and the next, an Australian airman. . . . All of us were speaking the same language, though—how to best support our Philippine allies.

—Capt Mark Nexon
Air Component Coordination Element
Foreign Airlift Liaison
374th Airlift Wing

Combined exercises and initiatives provide the real-time application that allows us to practice cross-cultural competency, learn interoperability, and promote mutual understanding about decision making, processes, and priorities. Clearly, the above definitions suggest the need for PACAF to understand these security cooperation mechanisms, policies, and legal guidelines—and to immerse itself deeply in the customs, culture, politics, and capabilities of partner nations. At the same time, PACAF must assess what it needs in order to succeed in USPACOM's area of responsibility.

The US Air Force develops international Airmen with unique knowledge to advise and guide security cooperation activities of the command. This expertise helps to ensure that TSC activities remain aligned with US government and combatant command priorities, properly resourced within legal guidelines, and capable of maximizing human relationships with allied or partner air forces; furthermore, they influence the Air Force cooperation situation in the theater towards stability and support the success of Air Force airpower in the region. These regional and political-military strategists (also known as “desk officers”) offer proficiency that guides TSC in a continuum from national and theater guidance to US and partner-nation airmen working together at engagements to promote Asia-Pacific security.⁷

Joint Publication 5-0, *Joint Operation Planning*, reveals two ways of conceptualizing a LOO. One way describes the orientation of forces in a combat situation, and the other portrays the sequencing of activities towards an objective. As it relates to security cooperation, PACAF uses this concept of “connecting actions on decisive points” to focus on and provide clarity to TSC activities.⁸ For PACAF, this concept provides a way to think about and apply security cooperation planning in an organized, thoughtful manner.

What are the implications of these concepts? First, TSC LOO objectives can be derived from the other LOOs. This situation creates a prioritization hierarchy with regard to TSC objectives—especially in these resource-restricted times. Second, since all of the LOOs are adequately

empowered by TSC activities, then by implication they support USPACOM's strategy. Third, TSC as a LOO implies sequenced activities leading to a desired end state—regional stability and prosperity.

Why Conduct Air-Centric Theater Security Cooperation, and How Does It Promote Regional Stability?

Security cooperation in the Asia-Pacific region supports the US whole-of-government strategic plan—the national security strategy. This awareness of national priorities is essential to assure mission alignment. Furthermore, for some security responses in the Asia-Pacific region, airpower is uniquely positioned to support USPACOM's role in national security—by promoting coordinated responses, empowering partners in areas of common interests, and overcoming the “tyranny of distance.”

The National Security Strategy Vector and Defense Strategic Guidance

The national security strategy emphasizes the importance of engaging “nations, institutions, and peoples around the world on the basis of mutual interests and mutual respect” and directs our military to “pursue military-to-military ties with a broad range of governments.” This group includes our alliances, which the strategy describes as the “bed-rock of security in Asia.”⁹ Moreover, in the defense strategic guidance of 2012, we see areas of emphasis for security cooperation regarding the Asia-Pacific region.¹⁰

Promotion of Coordinated Responses and Regional Commitment

Further, the national military strategy speaks specifically of our commitment to the Asia-Pacific region: “We will expand our military security cooperation, exchanges, and exercises with the Philippines . . . working with them to address domestic and common foreign threats to their nation's integrity and security.”¹¹

Empowerment of Partners for Their Own Security and Our Common Interest

The ACCE [air component coordination element] has met all air coordination requirements and assistance benchmarks set by the Philippine government and the JTF [joint task force]. The PAF [Philippine Air Force] is thankful for their support during the initial and surge response phases. . . . We are confident that their assistance is no longer required.

—Lt Gen Lauro Dela Cruz
Commanding General
Philippine Air Force

The national military strategy gives PACAF the joint context of how the military is used to support national priorities. For example, the strategy describes military use as follows: “Leveraging our capabilities and forward presence, we must play a supporting role in facilitating U.S. government agencies and other organizations’ efforts to advance our Nation’s interests. In some cases, we will serve in an enabling capacity to help other nations achieve security goals that can advance common interests.”¹² Empowered partners can become increased contributors to regional security.¹³

Overcoming the “Tyranny of Distance”

The Asia-Pacific region covers 16 time zones and 52 percent of the earth’s surface—most of it covered by water.¹⁴ The extreme distances necessary for global reach are uniquely matched to airpower’s ability to get to a crisis location quickly. The defense strategic guidance of 2012 describes military capacity in the wake of disasters as “rapidly deployable capabilities, including airlift . . . medical evacuation and care . . . that can be invaluable in supplementing lead relief agencies.”¹⁵ Additionally, the *US Air Force Global Partnership Strategy* of 2011 notes that airpower possesses “unique capabilities that can mitigate some of the global challenges we face while we operate with our Joint partners to meet our national security objectives.”¹⁶ In the case of Operation

Damayan, rapid global mobility, one of our service's core functions, met this need. When such mobility is enhanced by joint, allied, and partner contributions, the results are significant.

How Does Theater Security Cooperation Strategy Become a Framework for Engagement?

The TSC LOO provides a mechanism to advise and guide the planning of all TSC-related OAAs conducted by the other four LOOs and PACAF as a whole. But where do we start? PACAF's international affairs specialists identify the TSC-related emphasis in the higher-level guidance and "crosswalk" the priorities and emphasis from the broad objectives to the specific tasks. What follows is our TSC LOO sequence of strategy to plan.

US Pacific Command Guidance

To support the above strategic priorities, USPACOM's strategy and plans guide PACAF in areas of emphasis on regional security cooperation, joint teamwork, and the joint needs of its Air Force forces for cooperative end states. Doing so gives PACAF two ways of supporting USPACOM's security cooperation objectives: (1) through ways specific to an air component (through the LOOs), and (2) through other cooperative activities that are part of the joint contribution to regional stability. As we built relationships and interoperability with our allies and partners, we learned how each partner's forces could and would contribute to a successful Damayan response. Many countries of widely varying capabilities, commitments, and interests worked together across all of our components in all domains to support the humanitarian effort.¹⁷

Interagency and Host Nation Coordination

To assure unity of effort, USPACOM's security cooperation offices align their country security cooperation plans to support the national security strategy through a synergy of military and embassy objectives. The

plan is then synchronized with host nation interests to yield a “bottom-up” and “top-down” integrated strategy that serves as a unified “demand signal” to shape PACAF’s (and other components’) cooperation planning.

Other Lines of Operation

As a component major command, PACAF functions in two capacities: First, it communicates the organization, training, readiness, and equipping requirements of our forces (including those having interoperability implications with allies and partners) to Headquarters Air Force. Second, PACAF provides USPACOM the airpower-planning perspective needed for the joint team as an air component.¹⁸ By means of this second function, the LOOs can influence the arrangement of OAAs necessary to support USPACOM’s airpower requirements. Understanding of the airspace, ground aviation infrastructure, security demands, and needed common skills for missions with partners made the power projection of airlift possible to the Tacloban airfield after the storm.

In sum, the strategy “crosswalk” and the needs of the other four LOOs shape the priorities for security cooperation planning. As a result, the TSC LOO stands apart from the others as a unique, integrative LOO in that it serves two requirements simultaneously: (1) it assures PACAF as the air component cooperates with our allies and partners in a way that successfully contributes to the USPACOM strategy, and (2) it influences the region towards stability in its activities, in coordination and cooperation with our joint partners and the interagency—particularly the Department of State.

Plans for the Theater Security Cooperation Line of Operation: Advise, Guide, and Prioritize

Through long- and short-term adaptable planning, we develop possibilities of how best to work together with allies and partners. Since PACAF’s TSC developed into a LOO, the common security cooperation mechanisms already in place are evolving into a more sequenced and deliberate plan towards a defined cooperative end state. This iterative

process also assists the resourcing communication—either through USPACOM or the secretary of the Air Force's International Affairs Office. Ideally, PACAF's security cooperation concept can also shape synchronization with ongoing security assistance activities that occur in the Asia-Pacific but are directed through non-PACAF entities, such as the Air Force Security Assistance Training Squadron and foreign military sales or financing activities. Careful communication is necessary to assure proper alignment and unity of effort.

Security cooperation in the Asia-Pacific also reflects an effort of the total force. The State Partnership Program is the National Guard's contribution to security cooperation efforts in the region. In the Asia-Pacific, eight nations are paired with state National Guard organizations—providing continuity of experience with personnel and the inclusion of Air National Guard civilian experience that can enhance a sustained relationship. PACAF's continuing efforts to synchronize State Partnership Program initiatives with air-component objectives will improve efficiencies through the optimal matching of partnership opportunities.¹⁹

The TSC LOO's road map is encapsulated in an engagement resource plan that reflects the alignment of higher guidance and is designed to advise and guide the command's activities in the region. Joint in its essence, it communicates and integrates air-component TSC plans to complement the joint team. With all stakeholders issuing TSC plans to support joint intent, we produce three important results: (1) assured alignment with USPACOM's theater strategy; (2) synchronized OAAs from other allies, partners, and interagency (particularly the United States Agency for International Development) and joint components; and (3) integrated guidance from the embassy's security cooperation office, which has face-to-face interaction with the partner nation and knows where common interests overlap.

Clear combatant command and diplomatic guidance is not enough. Which PACAF OAAs receive priority? For TSC to be effective, awareness of the other four LOOs offers insight. For example, to develop resilient Airmen who work cross culturally with our allies and

partners, we must provide opportunities to develop those cooperative relationships.

Resourcing Security Cooperation

Without proper resourcing, security cooperation plans are merely theory. Because of the broad variety of legal funding authorities, a “patchwork” must be designed that assigns security cooperation funding towards goals within the legal guidelines set by Congress.²⁰ Finding optimal combinations of these varied funding streams takes a combination of problem solving, legal sensitivity, and unity of effort across the components and interagencies.

TSC resourcing is a cyclical process—subject to developing events and the timing of planning cycles. As available resources dwindle, stakeholder planning becomes more important to assure proper prioritization of TSC effort. OAAs and plans should require sufficient lead time to assure opportune inputs for inclusion in USPACOM and Headquarters US Air Force planning. Finally, plans require review and validation in order to follow defined legal guidelines regarding the use of Title 10 or Title 22 funding—and to point the way ahead for development of new security cooperation capabilities or activities not currently existing in-theater. At this point, the TSC LOO offers policy guidance.

PACAF uses many of the traditional security cooperation authorities to fund OAAs. Title 10 authorities supply resourcing to assess interoperability, build relationships for future combined efforts, gain access to and knowledge about future cooperation opportunities, facilitate exercise participation and preparation, and promote information sharing in arenas of mutual benefit.²¹ These types of authorities can come from within PACAF’s operation and maintenance, or may be provided through special funding from USPACOM. The following addresses three types of such funds utilized by PACAF:

USPACOM’s area of responsibility includes the Asia-Pacific Regional Initiative, a unique funding source. As the name implies, this initiative allows USPACOM to apportion some Title 10 funding to build partnerships in areas where an emerging security relationship is widely beneficial

to the Asia-Pacific region. USPACOM uses these resources to enable a variety of security cooperation activities with allies and partners.²²

Combined exercises provide real-time experience and interaction with our partners to increase understanding, communication, and security problem-solving. The Developing Country Combined Exercise Program authority permits exercise participation towards that end.²³

With some partners, defraying expenditures increases the opportunity for participation in subject-matter-expert exchanges (SMEE), exercise plans, and other Title 10-funded activities. Personnel Expense, a USPACOM funding authority, pays incremental travel expenses for allies and partners to attend PACAF-hosted events that improve combined knowledge.²⁴

USPACOM prioritizes these funds across the Army, Navy, Marine Corps, Air Force, and Special Operations Command components in the Asia-Pacific to maximize contribution to its strategy for the region. PACAF receives about \$2.5 million each fiscal year in these authorities towards Title 10 security cooperative engagements that expand collaboration to enable regional responses like those to Typhoon Haiyan. This small addition to PACAF resources garners huge dividends in access, trust, and improved interoperability.

These types of Title 10 funds have two major legal limitations: First, they cannot be used for certifiable training of our partner nations. This falls into the realm of security assistance, overseen by the Department of State. Second, not all countries are eligible to receive this type of funding. In such cases, the Department of State delegates to the Department of Defense the management of funding set aside to build partner capacity (through purchases or training) in accordance with US law.²⁵

Advocating for Theater Security Cooperation Capabilities

Host nation aerovac planning and execution have been extremely successful and key to easing patient burden on local healthcare assets. . . I continue to be impressed with host nation aerovac planning and response.

—36th Contingency Response Group
Operation Damayan Situation Report

Interoperability is a word that gets used often during this exercise. . . We want to not only get safe, effective training, but also want to learn from our partners and share lessons learned.

—Col John Parker
Cope North Exercise Director

The activities of PACAF, the air component to USPACOM, reveal opportunities for better and broader engagement in the region, requiring PACAF-specific security cooperation capabilities to fill capability gaps. In some cases, they involve proposed additions or modifications to PACAF capabilities to better execute TSC or may entail advocacy for resources, funding, and manpower.

Some dimensions of building partner capacity in the Pacific Region include the following:

- Foreign military sales, foreign military financing, or direct commercial sales are types of security cooperation not directly managed by PACAF, but the command provides coordination as necessary to those involved in the case management.
- Training to standard involves training classes and certification in areas deemed mutually important. Again, PACAF may coordinate or advise, but the actual training is conducted through Title 22–funded entities such as the Air Force Security Assistance Training Squadron—through mobile training teams.
- Regarding international military education and training, PACAF advises on opportunities for our allies and partners to gain military education at our professional military education schools.

Although not directly involved in the management of these security assistance initiatives, PACAF monitors, coordinates, and advises on Pacific-relevant political-military issues to the Department of Defense's Security Cooperation Office (located at the embassy) and to the Headquarters Air Force Directorate of International Affairs (SAF/IA).

The TSC LOO culminates with the execution of OAAs by individuals, units, and staffs to fulfill the PACAF commander's desired end states and support USPACOM's TSC. Alongside the complementary security cooperation activities of the secretary of the Air Force's International Affairs Office and Air Force Security Assistance Training Squadron, PACAF monitors Title 22 activities and negotiated agreements to maximize unity of effort. It also executes Title 10 cooperative activities through individual Airmen subject-matter exchanges, combined exercises, and multilateral forums, to name a few. Below are a few examples of the types of engagements PACAF uses to promote interoperability, stability, and multilateral security solutions in the region. In short, the execution of TSC occurs through the other four LOOs.

Title 10 cooperative activities can be grouped into two main bilateral and multilateral categories: (1) SMEE, an organized forum of sharing of best practices, up-to-date developments, and opportunities to gain better understanding of our partners' narrative and methods, and (2) the

combined exercises and activities that put the lessons learned over time into action. Prior to Operation Damayan, PACAF promoted access, interoperability, and security empowerment through the following types of initiatives:

Over the years, Pacific Defender—a security forces SMEE—has developed into a multilateral annual event with 23 partner nations participating in the last five years. Focusing on key functions such as crowd control, non-lethal weapons, law enforcement operations, antiterrorism / force protection, and airfield security established a foundation for partnership with the Philippine military to provide security for Tacloban airfield in the wake of the typhoon.²⁶

Pacific Unity develops military-civilian interaction with the partner nation through projects that contribute to mutual understanding of infrastructure, development, and humanitarian efforts. A recent Pacific Unity in the Philippines in 2012 forged relationships with our Philippine Air Force counterparts that not only served local humanitarian interests (such as the building of schools) but also developed stronger relationships and understanding that can make a difference when security challenges such as a natural disaster arise.²⁷

Pacific Angel, PACAF's premiere medical engagement, allows real-time sharing of medical and civil engineering expertise in the local environment.²⁸ The benefits of these engagements are enormous: PACAF gains situational awareness of health issues and exercises our ability to meet them; we learn our partners' best practices to deal with their local health problems; and we discover how to create complementary methods that offer tangible humanitarian solutions.²⁹

Air Force international health specialists (IHS) are critical enablers in the joint community for regional security cooperation. These individuals operate globally to build partnerships and promote interoperability with partner nations to achieve regional security objectives. Health security expertise, coupled with advanced security cooperation, operational planning, and cultural and language training, defines the IHS capability. These specialists use health and medical services as

the mediums through which to engage regional partners to improve resilience to man-made and natural disasters. PACAF's IHS activities concentrate on the Air Force Medical Service's core competencies of aviation medicine, patient movement (specifically aeromedical evacuation), health protection of the force, and disease surveillance and containment. To promote common security goals, IHS activities engage partner military and civilian institutions in which unique language and cultural knowledge is necessary in combination with military medical expertise.³⁰ PACAF's IHSs conduct roughly 20 activities per year as stand-alone health engagements or as components of operations or exercises. The dividends from IHS activities became obvious in Operation Damayan: three years of capacity-building activities related to patient movement resulted in the self-sufficiency of a partner nation and negated the need to deploy Department of Defense aircraft and aeromedical evacuation crews to support humanitarian assistance and disaster-relief operations. Airpower exercises like Red Flag-Alaska include an Executive Observer Program that gives allies and partners real-time insight into airpower operations.³¹ During the exercise, leaders representing the Pacific and various other regions throughout the globe bring a diversity of perspectives—promoting interoperability and developing relationships and trust.

Cope engagements exercise with our partners the provision of airlift, humanitarian assistance, and disaster response under a variety of different operational environments. These engagements can be bilateral and multilateral—providing ample opportunity for expanding participation to new partners and new roles. For example, the coordinated response that made PACAF's role in Damayan successful came from the improved integration and communication stemming from regular participation in Cope North by allies and partners over the years.³² The 36th Contingency Response Group participated in the Cope North exercises in Guam, creating the context to apply their cross-functional skills in a real-world humanitarian situation like Damayan.³³ Airmen-to-Airmen talks and enlisted engagements increase common understanding of the development of the force and ways of recruiting, training,

educating, and developing personnel. The relationships we build with leaders from across the region create a network that we can call on in a crisis and promote interoperability. Here we learn our partners' narrative, explore how they address challenges, and promote military aviation institutions that contribute to regional security.

Challenges

Security cooperation in the Asia-Pacific carries notable challenges as well. First, it is collaborative—by intent and necessity. This interaction creates unknown, difficult-to-assess effects until a crisis erupts. These security relationships are built with the consent and support of our allies and partners, requiring long-term partnership in areas of common interests, operating with cross-cultural awareness, and—most importantly—listening.³⁴ Second, because security cooperation is inherently an inter-agency effort, teamwork with the diplomatic community is essential—to assure that goals and objectives are complementary. This calls for time for coordination and an awareness of how to best orchestrate the collaboration.³⁵ Third, enthusiasm for security cooperation's promise could possibly develop redundant activities and create “engagement fatigue” with our partners. The combination of these challenges with the necessity of merging multiple legal authorities creates the need for a long-term perspective to mitigate such issues.

Conclusion

All of that said, where is PACAF's security cooperation going? First, the trend is distinctly multilateral. PACAF wishes to make beneficial contributions to multilateral efforts with our allies, the Association of Southeast Asian Nations, and other regional partners.³⁶ Second, the organization of TSC into a LOO demands refinement and process improvement. Greater integration with the other LOOs and more synchronization will become crucial in a resource-constrained environment. Above all, PACAF seeks to sustain the greatest benefits

of TSC: improved theater response to crises, reduced chances of misunderstanding, and better stability and prosperity for all.

Regional security and stability in the Asia-Pacific is a team sport. The security cooperation activities that promote it flow from national-level strategy guided by the combatant commander, synchronized with joint and interagency entities, planned and practiced as a LOO, and proven in crisis. In PACAF this use of the LOO concept offers a construct to think about using TSC to (1) enable airpower's unique contribution to the joint and allied team, (2) increase the region's ability to handle humanitarian and natural disasters, and (3) move the region towards stability. Although PACAF is ready to respond and succeed in the face of crises, it is far better to prevent them from occurring in the first place, establish cooperative arrangements ahead of time, and reduce misperceptions and miscalculation.³⁷ The investment in TSC must take the long view to assure realization of these benefits and to provide the time to incorporate lessons learned. Operation Damayan stands as an example of the United States standing by an ally and—under the leadership of the Philippine government and its military—working closely with a broad coalition of international partners to help save lives. ✪

Notes

1. Capt Raymond Geoffroy, "Yokota Airmen Shift from Exercise to Real-World Ops and Join Operation Damayan," 17 November 2013, <http://www.yokota.af.mil/news/story.asp?id=123371063>.
2. Gen Herbert J. Carlisle, commander, Pacific Air Forces (address, Red Flag-Alaska Executive Observer Program, Joint Base Elmendorf-Richardson, AK, 20 June 2014).
3. Department of Defense Directive 5132.03, *DOD Policy and Responsibilities Relating to Security Cooperation*, 24 October 2008, <http://www.dtic.mil/whs/directives/corres/pdf/513203p.pdf>.
4. Defense Institute of Security Assistance Management, *The Management of Security Cooperation*, 32nd ed. (Wright-Patterson AFB, OH: Defense Institute of Security Assistance Management, January 2013), 1-2, http://www.disam.dsca.mil/documents/greenbook/v32/green_book_complete_32nd_edition.pdf.
5. Department of the Air Force, *US Air Force Global Partnership Strategy* (Washington, DC: Department of the Air Force, 2011), 38, http://culture.af.mil/library/pdf/Guidance_2011_USAF_Global_Partnership_Strategy.pdf.

6. Ibid., 6.
7. "International Affairs Specialist (IAS)," Air Force International Affairs, accessed 17 November 2014, <http://www.safia.hq.af.mil/internationalaffairsspecialist/index.asp>.
8. Joint Publication 5-0, *Joint Operation Planning*, 11 August 2011, III-27, http://www.dtic.mil/doctrine/new_pubs/jp5_0.pdf.
9. President of the United States, *National Security Strategy* (Washington, DC: White House, May 2010), 11, 42, http://www.whitehouse.gov/sites/default/files/rss_viewer/national_security_strategy.pdf.
10. Department of Defense, *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense* (Washington, DC: Department of Defense, January 2012), 2-3, http://www.defense.gov/news/defense_strategic_guidance.pdf.
11. Joint Chiefs of Staff, *The National Military Strategy of the United States of America* (Washington, DC: Joint Chiefs of Staff, 2011), 14, <https://acc.dau.mil/adl/en-US/425505/file/55897/2011%20National%20Military%20Strategy.pdf>.
12. Ibid., 1.
13. 2nd Lt Jake Bailey, "AFP Wings Carry Operation Damayan Air Ops," Yokota Air Base, 28 November 2013, <http://www.yokota.af.mil/news/story.asp?id=123372576>.
14. Pacific Air Forces, *Command Strategy: Projecting Airpower in the Pacific* (Joint Base Pearl Harbor-Hickam, HI: Pacific Air Forces, 2013), 5, <http://www.pacaf.af.mil/shared/media/document/AFD-141010-041.pdf>.
15. Department of Defense, *Sustaining U.S. Global Leadership*, 6.
16. Department of the Air Force, *US Air Force Global Partnership Strategy*, 16.
17. Carlisle, address.
18. Pacific Air Forces, *Command Strategy*, 4.
19. Defense Institute of Security Assistance Management, *Management of Security Cooperation*, 1-25.
20. Jennifer D. P. Moroney, David E. Thaler, and Joe Hogler, *Review of Security Cooperation Mechanisms Combatant Commands Utilize to Build Partner Capacity* (Santa Monica, CA: RAND, 2013), xiv-xv, http://www.rand.org/content/dam/rand/pubs/research_reports/RR400/RR413/RAND_RR413.sum.pdf.
21. Bekah Clark, "Theater Security Cooperation Lays Groundwork for PACAF Lines of Operation," Pacific Air Forces, 19 March 2014, <http://www.pacaf.af.mil/news/story.asp?id=123404152>.
22. Defense Institute of Security Assistance Management, *Management of Security Cooperation*, 1-24.
23. Defense Institute of Security Assistance Management, *Security Cooperation Programs*, rev. ed. 13.2 (Wright-Patterson AFB, OH: Defense Institute of Security Assistance Management, 2012), 118.
24. Defense Institute of Security Assistance Management, *Management of Security Cooperation*, 1-22.
25. Ibid., 1-2.
26. Carlisle, address.
27. 2nd Lt Sarah Bergstein, "Through Airmen's Eyes: Building Partnerships by Building a School," US Air Force, 4 October 2012, <http://www.af.mil/News/ArticleDisplay/tabid/223/Article/110343/through-airmens-eyes-building-partnerships-by-building-a-school.aspx>.
28. MSgt Allison Day, "Engineers Give All for Albayano Children," Embassy of the United States, Manila, Philippines, 7 March 2012, http://manila.usembassy.gov/pac_angel_albay.html.

29. SMSgt J. C. Woodring, "Pacific Angel-Philippines Cares for Earthquake Survivors," Pacific Air Forces, 10 March 2013, <http://www.pacaf.af.mil/news/story.asp?id=123339261>.
30. Air Force Instruction 44-162, *International Health Specialist (IHS) Program*, 7 July 2011, 4, http://static.e-publishing.af.mil/production/1/af_sg/publication/afi44-162/afi41-162.pdf.
31. SSgt Cynthia Spalding, "Executive Observer Program Builds International Partnerships," Pacific Air Forces, 6 July 2012, <http://www.pacaf.af.mil/news/story.asp?id=123308815>.
32. TSgt Zachary Wilson, "Cope North '14 Commences on Guam," Andersen Air Force Base, 16 February 2014, <http://www.andersen.af.mil/news/story.asp?id=123400490>.
33. 1st Lt Sarah E. Bergstein, "36th CRG Supports Operation Damayan," Pacific Air Forces, 21 November 2013, <http://www.pacaf.af.mil/news/story.asp?id=123371786>.
34. Joseph S. Nye Jr., "Soft Power and American Foreign Policy," *Political Science Quarterly* 119, no. 2 (Summer 2004): 267.
35. Defense Institute of Security Assistance Management, *Management of Security Cooperation*, 1-1.
36. Pacific Air Forces, *Command Strategy*, 5.
37. Gen James L. Jones, commander, US European Command, quoted in Gregory J. Dyekman, *Security Cooperation: A Key to the Challenges of the 21st Century* (Carlisle Barracks, PA: Strategic Studies Institute, November 2007), 1, <http://www.strategicstudiesinstitute.army.mil/pdffiles/pub820.pdf>; and Pacific Air Forces, *Command Strategy*, 8.



Lt Col Jeffrey B. Warner, USAF

Lieutenant Colonel Warner (BME, Florida State University; MBA, Cameron University; MA, Naval Postgraduate School) is the lead action officer for Pacific Air Forces' (PACAF) theater security cooperation line of operation. He is responsible for assuring integration, synchronization, and alignment of PACAF's security cooperation plans in the Asia-Pacific command area of responsibility. A career band officer, he has served in multiple overseas environments, using music to build relationships and communicate cooperation to both military and civilian audiences. He was selected for the Air Force International Affairs Strategist program in 2008 and attended the Naval Postgraduate School. Afterwards, Lieutenant Colonel Warner commanded an Air Force band unit prior to serving as a political-military strategist in his current position.

Let us know what you think! Leave a comment!

Distribution A: Approved for public release; distribution unlimited.

<http://www.airpower.au.af.mil>